

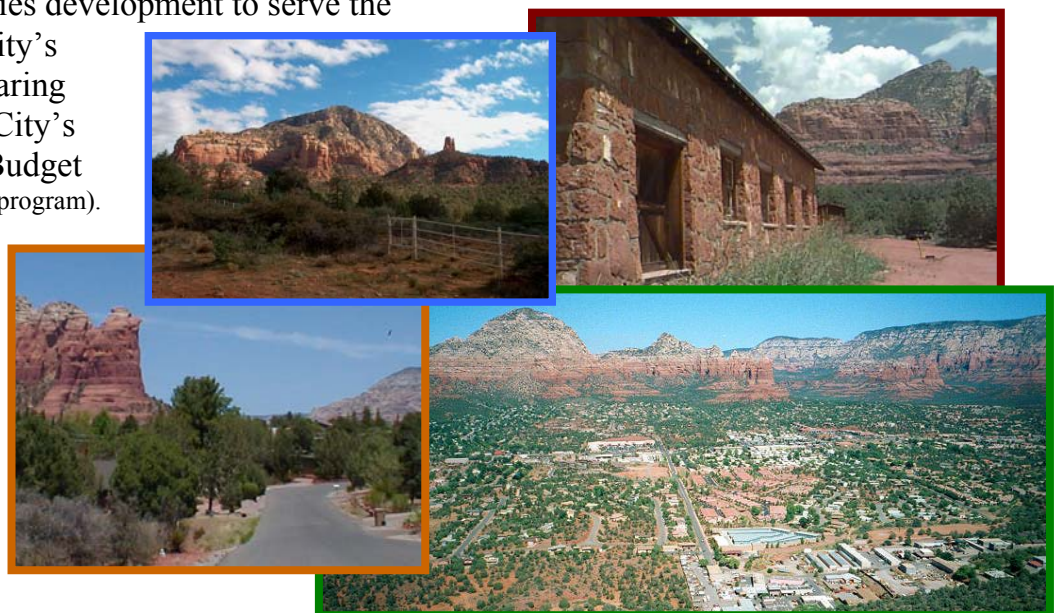
5.0 LAND USE ELEMENT

The *Land Use Element* of the **Sedona Community Plan** is presented in the following subsections:

- 5.1 Key Issues
- 5.2 Recommendations
- 5.3 Action Program

The *Land Use Element* is the focal element of the **Sedona Community Plan** and has guided the formulation of the other elements in the Plan. As the focal element upon which the Community Plan has been developed, it illustrates where the community should develop and where it should not develop, the anticipated scale and intensity of development and how various land uses relate to each other.

The Land Use Element recommends a wide range of land uses and development intensities for the City of Sedona through the year 2015, in response to extensive community involvement in the planning process, the existing land use analysis, environmental conditions, the results of surveys, past specific area planning efforts, and the vision statement, goals and objectives for land use. This element serves as the guide for the use and implementation of the City's Land Development Code and Official Zoning Map, the tools by which the City may legally implement the Plan. The adopted land use vision statement, goals and objectives, land use plan and recommended actions will assist the Sedona Planning and Zoning Commission and City Council in reviewing all future development proposals and rezoning requests. These components will also assist in future specific planning, development of regulations, planning open space acquisition for preservation or recreation improvements, planning and programming new community facilities development to serve the growing community's needs and in preparing and updating the City's Flexible Capital Budget (capital improvements program).



5.1 KEY ISSUES

Overview

Based on current densities, zoning and recent development trends, Sedona's private land base can support a total population of approximately 17,071 (15,691 year-round and 1,380 seasonal residents), including 8,777 housing units on 3,897 acres of residential land. In July 2001, 62 percent of the residential area was developed. The commercial land base comprises 515 acres, 72 percent of which was developed in July 2001. Approximately 41 percent of the developed commercial land base is comprised of lodging uses. Excluding National Forest lands, approximately 72 percent of the City's land area was developed in July 2001.

By the year 2015, the commercial areas will likely be built out and by 2019, the residential lands will likely all be developed. By 2015, there will likely be no or few vacant very low and high-density, single-family residential lots available.

By the end of 1995, there was mounting concern within the community regarding Sedona's growth. This concern culminated in the passing of a voter initiative in May 1996 and subsequent adoption of a "Sustainable Growth Ordinance" that would have placed a yearly limitation on building permits. Although this ordinance did not survive a subsequent legal challenge, it did reflect a perception by a significant number of residents, that something needed to be done to better manage Sedona's growth. In conjunction with the start of the first major update of the **Sedona Community Plan** at the end of January 1997, a Fact-Finding Advisory committee was formed to evaluate and provide recommendations on growth in the community. The Committee made its final recommendations in February 1998. The "Growth Advisory Committee" and their work program became the most critical component of the 1998 Community Plan update process. Many of the issues discussed in this section of the Land Use Element resulted from the work of this committee in conjunction with input solicited from the community, as well as input gathered from the Community during the 2001-2002 Community Plan update.

A. COMMUNITY CHARACTER

General Issues

Since 1995 and during the 1998 update of the Community Plan, concerns were expressed regarding lack of commercial diversity as a contributor to the erosion of community character. This perception that Sedona is losing its small-town character or "atmosphere" can probably best be characterized in the lack of a definable community "core", lack of a sense of entry to the community and little opportunity for community interaction, particularly in a pedestrian setting. During the 2001-2002 Community Plan update, residents continued to express concerns regarding commercial development with a general feeling that "over-commercialization" was degrading the community's scenic quality and that a lack of

planning for the SR 89A corridor was allowing market forces to drive development and re-development.

As outlined below, between 1990 and August 1998, the total commercial acreage in the community grew by 6.8%. Since August 1998, the total commercial acreage has not changed. In 1990, 57% of the commercially-zoned lands were developed. In July 2001, 72% of these lands were developed.

Commercial Lands *

	1990	1996	Aug 1998	Jan 2002
Total Acres	482	506	515	515
Percent Developed	57%	68%	70%	72% (July, 2001)

** Includes all lands zoned for commercial uses (e.g. retail, heavy commercial, office, lodging), both vacant and developed.*

Since the adoption of the **Sedona Community Plan** in 1991, the City has facilitated or at least enabled some land use-related improvements to the corridor, particularly with the enforcement and amendment of its sign regulations; adoption of an award-winning Design Review Manual (revised in January 2002); color, height and building massing requirements; landscaping regulations; a new comprehensive lighting ordinance and the implementation of a very comprehensive development review process. This, together with a highway landscaping program in conjunction with the Arizona Department of Transportation (ADOT) has markedly improved the look of the corridor. Traffic congestion and an unfriendly pedestrian environment, however, present continuing challenges.

West Sedona

One of the most significant problems facing Sedona is its linear or “strip” commercial land use pattern along SR 89A in West Sedona. When Sedona incorporated in 1988, it inherited a significant amount of commercial zoning, in many cases only one lot in depth, along the western SR 89A corridor. This configuration can present problems, mostly caused by numerous and closely spaced commercial access points (curb cuts) and lack of access control on the highway. In addition, there was a lack of coordinated site development between the various commercial uses along the corridor as these uses generally developed on small parcels. A high level of trip generation, uncoordinated parking, lack of pedestrian linkages and uncoordinated architectural styles have created an auto-congested and dominated commercial area that can be unfriendly to pedestrians and lacking in community “character”.

A problem identified early on in the original planning process was the impact of highway strip commercial uses on adjacent single-family residential uses. In some areas of west Sedona, residential lots are situated very close to the highway due to a lack of “depth” for much of the commercial area. Noise impacts are probably most significant, not only due to the proximity of commercial uses, but from the highway as well. Commercial uses

established prior to incorporation may also be inadequately screened from the residential area or the small size and orientation of the commercial lots may make it difficult to buffer new uses in an appropriate manner.

The Phase One West Sedona Commercial Corridor Study, completed in 1995, placed an emphasis on mixed and community-oriented uses and public gathering spaces that promote pedestrian mobility as both a community character and traffic mitigation consideration for the future planning of the west Sedona commercial corridor.

Uptown

The “Uptown” area has experienced major impacts from increasing numbers of visitors, vehicles and development without many of the accompanying improvements needed to address the impacts. As the primary destination for most visitors and visitor-based shopping opportunities, the Uptown area has been deficient in appropriate pedestrian improvements and parking facilities. Opportunities for social interaction are few and a coordinated design/development theme that highlights the area’s historic character and setting is lacking. In addition, the Uptown area lacks a focal point (or points) or a public space(s) for both visitors and residents to see and experience what is “unique” about Sedona and also lacks a unified public information system.

In recent years, considerable attention has been focused on improvements for the Uptown area. In 1994, the first phase of a specific plan (Uptown Creek Area Plan) for the area was completed and a more detailed assessment of needed circulation improvements (Sedona highway Corridor Assessment) was completed in December 1996 and adopted in May 1997. In 1996, Sedona Main Street was formed as part of the federal main Street program. As a result, significant planning work has continued for the uptown area, incorporating the work embodied in these two previous studies. Sedona Main Street is also an active participant in the implementation of many of the improvements in Uptown Sedona. Since the 1998 update of the Community Plan, a traffic signal was installed at Forest Road and SR 89A and a mid-block highway crosswalk and pedestrian signal was also installed on SR 89A in Uptown. Other major pedestrian improvements are targeted for completion in 2004-2005. Construction of a municipal parking lot was also completed in 2001.

SR 179 Corridor

The SR 179 corridor is well known as a scenic, aesthetic highway and is, in fact, designated as a scenic highway. Although there are several deficiencies identified along SR 179, it is difficult to address physical improvements without impacting the aesthetic features. Both the 1992 SR 179 Corridor Study and the Initial Location/Design Report (December, 1996 draft) prepared by BRW for (ADOT) outline a proposed 4-travel lane section on SR 179 from the Village of Oak Creek to the “Y” intersection in Sedona. Concerns regarding potential aesthetic impacts of this major widening project on the existing scenic corridor were initially raised with BRW and ADOT during the preparation of the Uptown/Creek Area Plan in 1992 and continue to be shared by many in the community. In February 1998, the City Council’s

appointed Advisory Committee on Growth recommended that the City work with ADOT to mitigate the visual impacts of the proposed 5-lane urban section within the City. During the 2001-2002 Community Plan Update several more specific concerns were raised regarding the SR 179 improvements.

This proposed five-lane section and accompanying right-of-way includes a significant number of noise and retaining walls and cut and fill slopes. The visual impacts and removal of vegetation from these and other improvements will change the character of this roadway. It is important that Sedona is recognized as a very unique national treasure that will require unique and creative solutions to mitigate these impacts. The challenge will be in making changes that will not result in a negative impact on the small-town character of the community.

B. LOCAL NEEDS

Since 1995, and during the 1998 update of the Community Plan, one of the concerns shared by many in the community was the increase in lodging uses, including timeshare developments, that may tie up a significant portion of the commercial land base that could otherwise support local needs. Aesthetically, lodging facilities are also generally larger, more massive and have greater height than typical general commercial buildings or complexes. A lack of commercial diversity such as a “hotel row” may likewise contribute to the erosion of community character. In the Uptown area, there has been a growing segregation of this part of town from the everyday experience of local residents. Several businesses and institutions that serve local residents needs have left this area, relegating it more to tourist-based development. This also causes more and more residents to drive to west Sedona, adding to the highway congestion that already exists.

During the 2001-2002 Community Plan update, many residents continued to express concerns that visitor needs were being emphasized over residents needs, that the community had not determined how much lodging is appropriate for the community and that lodging uses overuse area resources and overtax the City’s infrastructure. Concerns were also expressed that timeshares and timeshare sales techniques don’t contribute to a “sense of community”. Additionally, as a lodging use, timeshare developments may not be able to provide for large groups that might stay in Sedona during major events in the same way that hotels do.

There was also a concern regarding a lack of planning for the SR 89A corridor to provide direction for re-development to ensure that local needs could be met, rather than depending on market forces to shape commercial re-development on the corridor.

The Phase One West Sedona Commercial Corridor Study, completed in 1995, placed an emphasis on mixed and community-oriented uses and public gathering spaces that promote pedestrian mobility as both a community character and traffic mitigation consideration for the

future planning of the west Sedona commercial corridor. In the two years following the completion of this study there was a significant increase in the number of visitor-based uses in the community. In their February, 1998 report, the City Council's Advisory Committee on Growth listed the completion and adoption of the West Sedona Commercial Corridor Study and the identification of needed land uses as two of ten "key" recommendations. The report also recommended that more uses should be provided that meet residents' needs. These recommendations were included in the 1998 update of the Community Plan.

Although there has been much discussion regarding appropriate locations and a balance of lodging uses, it is more difficult to specifically identify the types of uses that are currently needed or will be needed in the future to meet the needs of Sedona's residents. Once these uses are identified, finding incentives to promote these uses presents an additional challenge. Very high commercial land costs tend to provide disincentives toward development of many uses. In addition, there is also a need to diversify the local economy to become less dependent on tourist dollars. There are, however, some commercial uses that may meet local needs, but depending on location, may be inconsistent with the character of the highway corridor (e.g. Automotive-related businesses, fast food restaurants, auto repair, service stations, contractors yards, welding shops, mini storage). Current development standards, for example, generally promote small-scale structures or multiple building masses, parking to the rear of buildings, extensive landscaping and specific design components that discourage large-scale commercial developments such as "big box" retail uses. Other commercial uses may not locate in Sedona due to high land costs and limited available commercial land. In order to maintain current standards, it should be acknowledged that some residents' needs cannot be met within the City. In Uptown Sedona, commercial development is almost exclusively visitor-based and several locally-oriented uses have located elsewhere over the past several years. These uses have included the Library, grocery store, banks and others as well. As previously discussed, there are also many other allowable or conditionally allowable commercial uses that may meet local needs, but depending on their specific location, may not be consistent with an attractive highway corridor.

The 1998 Community Plan identified several specific locations that could most effectively meet local needs, including Focused Activity Centers, which also include visitor-based uses. It is the areas between Focused Activity Centers, however, where uses more oriented toward residents needs should be encouraged. Offices and a variety of residential services that are lower traffic generators than many retail uses are recommended in these areas where traffic management may also be more problematic. Locally-oriented businesses may require less highway visibility and parking needs, resulting in greater opportunities to provide an attractive commercial corridor.

Although some potential community needs have been identified over the years in public discussions, a thorough inventory and analysis of existing businesses and other land uses has never been completed. The 1998 Community Plan recommended the preparation of an inventory of land use needs and identification of "signature" parcels for more community-

oriented uses. It also recommended that the Phase One West Sedona Commercial Corridor Study be re-evaluated relative to the goals, objectives and recommendations of the Community Plan and be adopted as a Specific Area Plan. Part of this planning process would be the identification of desired land uses in the commercial areas and the evaluation of re-development incentives to encourage establishment of these uses. Finding incentives to encourage specific land uses will be particularly important given the high commercial land costs in the City.

C. LODGING USES

Lodging Uses - Regulation History

Prior to the 1998 update of the Community Plan, lodging uses were allowed anywhere in commercial zones and did not require a zone change. Between 1990 and 1998, hotel and bed and breakfast units increased by about 28% and timeshare units by 507%. In 1990, 36% of the developed commercial land was developed with lodging uses. By 1998, this number had increased to 39%.

The 1998 update of the Community Plan, for the first time, provided specific locations for lodging uses, confining most lodging to only the most intensive commercial core areas of the community. These “Focused Activity Centers” are intended to allow the development of lodging uses where the greatest diversity of commercial uses exist or can be developed and where there is signalized access to the highway. One additional intended benefit is that visitors have access to shopping, entertainment and dining options within walking distance of their room. Within these areas, a broad mix of uses, including offices and high density residential are also encouraged in order to provide active centers in which many uses may be accessed on foot from residential areas as well. In 1999, the City initiated a rezoning for existing lodging uses consistent with these new Community Plan recommendations. Existing lodging uses that do not meet these Plan criteria are now considered legal-non-conforming uses. All new lodging proposals must first obtain a rezoning in order to develop. If a proposed hotel or timeshare project is not in a location recommended in the Plan, or if an existing, non-conforming hotel or timeshare development wants to add units, a Major Amendment to the Community Plan would be required in addition to a zone change.

Between 1998 and 2002, the number of hotel and bed and breakfast units constructed increased by only 3% and timeshare units by 19%. Only 8 new timeshare units were approved between 1998 and 2002.

Current Conditions Analysis – Lodging

Consequences Of Limitations On Lodging Uses

Sedona’s economy is highly dependant on tourism. Although concerns have been expressed regarding the number of hotels and timeshares in the community, it must be recognized that the lodging industry is an important source of City revenue and the City’s largest employer. So, what are the consequences of restricting lodging uses within the City?

- **Loss of Bed and Sales Tax Revenue:**
Between 1996 and 2002, hotels, timeshares and bed and breakfasts have collectively contributed an average of \$1,660,000 annually in total bed and sales tax revenue to the City. This is equivalent to an average of \$922 per unit given the City's current 1,800 lodging units. Based on a five-year average, this revenue makes up 11% of the City's capital improvements revenue, 22% of the City's General Fund revenue and 7% of the City's Wastewater Enterprise fund revenue. Over the past five years, revenue from lodging has increased by 21% and 113 new lodging units were constructed. Reductions in bed and sales tax contributions may impact future City services and capital improvements. Although timeshares do not pay sales and bed taxes the same way that hotels and bed and breakfasts do, the City has three agreements to which it receives payments in lieu of sales tax from the sale of timeshare intervals. Without an agreement prior to development, the City does not have the ability to tax timeshare intervals. Under City agreements, timeshares contribute 52-73% of the tax revenues that hotels contribute. Timeshares do pay sales and bed taxes for rooms when they are rented out for a single night.
- **Regional Impacts:**
Further restrictions on lodging within the City limits may encourage hotels and timeshares to locate outside the City while creating the same or greater impacts on City infrastructure and community character. For example, a hotel or timeshare development located in the Village of Oak Creek may create a need for additional vehicle trips within the City if visitors are shopping in the Uptown area of Sedona. They would be more likely to walk if their lodging accommodations were located Uptown. Additionally, lodging development in unincorporated areas such as the Village of Oak Creek, are not subject to the same design and development standards and may not be as aesthetically compatible with the character of the community. This is an important consideration for uses in what is essentially the gateway to the entire Sedona area.
- **Re-development to less desirable uses:**
Although high commercial land costs make lodging uses an attractive commercial investment for property owners, if lodging uses are not allowed in a particular commercial area, there are many other allowable or conditionally allowable commercial uses that, depending on their specific location, may not be consistent with an attractive commercial corridor. Some of these uses could include car dealerships, auto repair, fast-food restaurants, service stations, contractors yards, welding shops and mini storage.

Balance – Lodging vs. Other Uses:

There are three areas that can be evaluated relative to the mix or “balance” of lodging uses in the community: the historical, current and projected proportion of lodging to commercial

uses by land area; the proportion of lodging units to residential units; and the historic, current and projected economic contribution.

- **Land Area**

In 1990, 36% of the developed commercial land area was developed with lodging uses. In July, 2001, 41% of the developed commercial land was in lodging. In July, 2001, there were also 32 additional acres of lodging approved that had not been developed. If all the commercial lands were developed and no more lodging was approved, lodging uses would constitute 36% of the total commercial area – the same percentage as in 1990 (186 acres of lodging/515 total commercial acres).

If the proportion of lodging acreage to total commercial acres is the same at buildout as it was in July 2001 (41%), an additional 25 acres of lodging (in addition to the 32 acres already approved) would be needed.

The following table depicts historical, current and potential future lodging acreage within the City:

Table 6
Lodging Acres (Percent of Developed Commercial Acres)

	1990	1996	2001	Buildout ¹	Buildout ²
Lodging	100	136	154	186	211
Other Commercial	175	210	218	329	304
Total	275	346	372	515	515
Percent Lodging	36%	39%	41%	36%	41%

¹ Approved, Undeveloped

² Including 25 additional acres

Focused Activity Centers

The following table illustrates lodging, vacant and total acres within each FAC.

Table 7
Focused Activity Centers – Lodging

<i>Focused Center</i>	<i>Activity</i>	<i>Lodging Acres*</i>	<i>Vacant Acres**</i>	<i>Total Acres</i>	<i>% Lodging</i>
Red Rock Loop/ Cultural Park		26.6 acres	8.2 acres	38.2 acres	70%
Dry Creek		4.1 acres	2.4 acres	14.3 acres	29%
Shelby/Coffeepot		12.6 acres	6.2 acres	75.0 acres	17%
Soldier Pass		5.1 acres	3.3 acres	26.8 acres	19%
Uptown		55.5 acres	6.8 acres	85.3 acres	65%
TOTAL		103.9 acres	26.9 acres	238.9 acres	

* Built and approved/undeveloped

** Not including approved/undeveloped

From the table above, if all 27 acres of vacant land were developed with lodging uses, once Sedona was completely built out, there would be 219 acres of lodging on 515 total acres of commercial. Lodging uses would comprise 42.5% of the total commercial land base. However, lodging will not be developed on all 27 vacant acres. The available acreage will be further reduced as some parcels cannot be developed according to the Plan's development criteria (i.e., access), some parcels have existing site constraints and some parcels are too small and isolated to be consolidated into a lodging project. Additionally, many of the existing uses within the FACs are unlikely to be re-developed. The areas most likely to be re-developed lie between the FACs. These areas do not allow lodging uses.

Lodging Units

From the following table, in 1990, there were 4.4 residential units for every lodging unit in Sedona. Lodging units represented about 19% of the combined residential and lodging units in the City. At the end of 1996, there were 3.1 residential units for every lodging unit and lodging represented 24% of the combined residential/lodging units, essentially the same as 1996. In July 2001, there were 3.2 residential units for every lodging unit.

As of July 2001, there were 668 additional lodging units that had been approved, but not developed. Timeshare units make up 476 of these 668 units and 254 of these units are lockout suites and another 195 of these units are double lockout suites. An additional "unit factor" has been calculated for these units (see below table). If no additional lodging units are approved, at buildout there would be 3.3 residential units for every lodging unit and lodging would represent 23% of the combined residential and lodging units.

At buildout, if 41% of the commercial area was developed with lodging uses on 25 additional acres (in addition to the 32 acres approved, but undeveloped), an additional 350 lodging units could be built, assuming the same proportion as the current buildout ratio (2,672 units on 186

acres or 14 units per acre). This would equal 3,022 total lodging units on 211 acres or 1,180 more lodging units at buildout than currently exist. This historic, current and potential future scenario is detailed below:

Table 8
Lodging and Residential Units

Unit Type	Total Units 1990	Addt'l Units	Total Units 1996	Addt'l Units	Total Units 2001	Addt'l Units ⁴	Buildout ⁴	Addt'l Units ⁵	Buildout ⁵
Hotel, Motel, Resort, B&B	997	+279	1,276	+34	1,310	+192	1,502	---	---
Timeshares	68	+345 ¹	413	+79 ²	492	476 ³	968	---	---
Additional Unit Factor – Lockouts*	0	+25	25	+15	40	+162	202	---	---
Total Lodging	1,065	+649	1,714	+128	1,842	+830	2,672	+350	3,022
Residential	4,658	+731	5,389	+411	5,800	+2,977	8,777	---	8,777
TOTAL	5,723	+1,380	7,103	+539	7,642	+3,807	11,449	+350	11,799
Ratio (residences to lodging units)	4.4 to 1		3.1 to 1		3.2 to 1		3.3 to 1		2.9 to 1
Percent Lodging Units to Total Units	19%		24%		24%		23%		26%

¹ 100 units are lockouts (additional unit factor = $100 \times 0.25 = 25$)

² 59 units are lockouts (additional unit factor = $59 \times 0.25 = 15$)

³ 254 units are lockouts and 195 are double lockouts (additional unit factor = $254 \times 0.25 = 64$ and $195 \times 0.50 = 98$)

⁴ Approved, undeveloped (assumes no additional approvals)

⁵ Assumes approved, undeveloped plus 350 additional units on 25 additional acres

* Additional unit factor based on number of timeshare lockouts multiplied by 25%. This is based on development approvals that require $\frac{1}{4}$ additional parking spaces for each lockout unit.

Impact of Lodging Uses on City Infrastructure:

Traffic Impacts

A typical hotel unit generates about the same number of vehicle trips as a typical residence (Based on traffic impact statement for a 90 unit hotel in 2001). A 100-unit hotel, for example, would have a similar traffic impact as a 100-unit apartment complex. Both new lodging and multi-family residential projects are required to mitigate their traffic impacts by either making specific traffic improvements or contributing their share of the cost to make the improvements. Another reason for requiring lodging uses to be located in Focused Activity Centers is that these areas generally have the circulation infrastructure in place to mitigate the impacts. The 1996 Origin-Destination Study also indicated that the majority of highway trips

were locally-generated. This also considers the trips made by visitors with no overnight accommodations.

Water Usage

Oak Creek Water Company provides water service to several lodging facilities in West Sedona. Based on their information, a typical hotel/timeshare unit uses an average of 198 gallons per day. A typical residential unit in Sedona uses an average of 360 gallons per day, according to Arizona Water Company records. All lodging projects within the City are served by Arizona or Oak Creek Water Companies. Both the Arizona and Oak Creek Water have not expressed concerns about the water resources available to serve the community's future water needs. The water companies have certified their ability to serve the currently approved projects and must certify that they can serve any future projects prior to the approval of these projects.

Wastewater Production

A typical hotel unit generates approximately 63% of the wastewater generated by a typical residential unit (Arizona Department of Environmental Quality Engineering Bulletin #11). All lodging projects are required to hook up to the City sewer system. Expansion of the City's wastewater treatment plant capacity from one million to two million gallons per day was completed in January 2001. This expansion should come close to fulfilling the City's wastewater treatment needs for the buildout of the community based on current land use projections. This includes the entire commercial land base with the approved, but not yet constructed lodging projects.

Economic Contribution:

At buildout, with roughly the same proportion of lodging acres and with a similar ratio of lodging to housing units as in 2001, bed and sales tax revenues could also be proportionately similar relative to population growth.

5.2 RECOMMENDATIONS

5.2.1 Vision, Goals, Objectives/Policies

The Vision Statement, Goals, Objectives/Policies developed for the *Land Use Element* of the **Sedona Community Plan** are presented below.

LAND USE VISION

Maintain the value of Sedona's scenic and natural resources, which are the keystones of our economic strength and quality of life. Enhance and preserve the natural beauty of the area and retain the small-town character of Sedona, recognizing the importance of appreciating and protecting Open Space and ensuring its integration with the built environment. Ensure that growth does not exceed the projected buildout of the community and that future development occurs in a manner that promotes a high level of social interaction.

GOAL 1.0: Work with the US Forest Service to ensure the preservation and stewardship of National Forest lands within the City and the greater Sedona area. (see also *Open Space Element*)

Objective/Policies

- 1.1 Support the policy of Amendment 12 of the Coconino National Forest Plan that does not allow for the disposal of National Forest lands within or adjacent to the City except for the Chapel, the current USFS headquarters, public uses of up to 10 acres or for resolution of encroachment issues. Identify specific public/semi-public needs and infrastructure through City/community/USFS coordination and cooperation that could be considered by the USFS in accordance with this policy or as a limited exception to this policy.
- 1.2 Maintain the lowest residential densities and least intensive commercial uses adjacent to the National Forest to help minimize residential and commercial impacts on forest lands and habitat which will enhance the ability of the USFS to more effectively manage and maintain the "urban interface area" as open space.
- 1.3 Discourage unregulated access to National Forest lands from residential areas and encourage access from designated trail heads and neighborhood links as recommended in the City Trails and Urban Pathways Plan.
- 1.4 Identify uses and development standards appropriate for private lands in the urban interface with the National Forest and identify other methods of protecting the wildland character of National Forest lands adjacent to private development.

GOAL 2.0: Limit the impact of growth on the area's natural resources by preserving a small-town environment for Sedona's citizens and visitors.

Objectives/Policies

- 2.1 Within the City's existing private land base, limit future residential growth to the total number of housing units that can be accommodated once this private land base is built out at the densities generally established upon the City's incorporation as recommended in the **Sedona Community Plan** Future Land Use Map.
- 2.2 Do not expand the current commercial area beyond what was generally existing upon the City's incorporation unless supported by adopted specific area plans, or where specifically provided on a limited basis to address specific community needs.

GOAL 3.0: Provide a rational pattern of land development in key areas where future growth policies can have the greatest effect on meeting community needs.

Objectives/Policies

- 3.1 Support the re-development of the commercial area consistent with the desired character and needs of the community.
- 3.2 Evaluate commercial and other land use needs that will support the projected residential buildout population and identify appropriate locations for these uses consistent with the *Future Land Use Map* of the **Sedona Community Plan**.
- 3.3 Provide transitions between residential areas and commercial uses and the highway corridor to address specific area needs, buffering of incompatible uses, community benefits and preservation of open space. Encourage the retention and enhancement of commercial uses which are compatible with adjacent land uses and respect the existing positive characteristics of the city and its natural environment.
- 3.4 Provide for concentrated, mixed use commercial, lodging and residential development ("Focused Activity Centers") within compact, defined areas in west Sedona with specific character and design themes to promote greater neighborhood and visitor pedestrian/bicycle use, concentrated and coordinated parking, future transit access, pedestrian/bike path linkages and greater opportunities for social interaction.
- 3.5 Evaluate uses appropriate for location between "Focused Activity Centers" within the highway commercial districts in west Sedona, including those with lower trip generation to reduce congestion and commercial strip appearance and to provide optimal integration of landscaping, open space and pedestrian linkages.
- 3.6 Support the development of community character districts for both commercial and residential areas that will preserve historic and cultural character and heritage, encourage community-oriented uses, promote development of public

gathering places and public art and create a sense of community identity rather than promotion of Sedona as a “tourist town”.

- 3.7 Support the re-vitalization of the Uptown area as a specific character district and encourage community-oriented uses such as the Jordan Historic Park and pedestrian, streetscape and roadway improvements that will contribute to a sense of quality, more attractive to both residents and visitors.

GOAL 4.0: Promote Sedona’s small-town community character and quality of life.

Objectives/Policies

- 4.1 Prepare a specific area plan for the SR 179 corridor through dialogue with Arizona Department of Transportation to pursue SR 179 improvements that result in maximum preservation of natural vegetation and open space, guide future development/re-development, provide for community needs, control access, locate potential shuttle transit stops, accommodate pedestrians and bicycles and minimize impacts on adjacent property owners.
- 4.2 Maintain residential zoning along the SR 179 corridor unless an adopted Specific Area Plan identifies specific locations for alternative uses that are compatible with adjacent residential areas and provide specific community needs and benefits along the corridor.
- 4.3 Work with ADOT to establish highway standards appropriate for a small community rather than a traditional highway.
- 4.4 Provide access control, traffic system management and other improvements on SR 179 in keeping with the scenic sensitivity of the highway corridor.
- 4.5 Investigate the formulation of circulation and design solutions that assist in the creation of a unique identity and character for the community.
- 4.6 Enhance/provide public access to Oak Creek and pursue development of park sites in Uptown/Creek area to improve “sense of community” and encourage more local activity in this area.
- 4.7 “Ensure that the percentage of commercial land currently dedicated to lodging uses does not increase proportionally over the percentage of commercial land dedicated to other uses once the commercial lands are built out.”
- 4.8 Re-evaluate the City’s development Standards relative to building size in new and re-modeled development and continue to pursue planning patterns that promote small-town scale development.
- 4.9 Strengthen the City’s design standards to provide for more design diversity to prevent a “franchised look” in architecture and signs and to create a unique and characteristic quality that promotes Sedona’s historic and cultural heritage
- 4.10 Prohibit private streets within new subdivisions and discourage abandonment of public right-of-way within existing subdivisions.
- 4.11 Encourage and support social and interest events other than official meetings to bring people together within the community.

- 4.12 The Planning and Zoning Commission should assist in identifying quality of life issues and become an advocate for enhancing the community's recreational opportunities.

GOAL 5.0: Provide integration of the manmade with the natural environment.

Objectives/Policies

- 5.1 Ensure that a significant amount of quality open space will be a strong determining factor of Sedona's ongoing character.
- 5.2 Maintain design and land use intensity guidelines appropriate to the natural environment.
- 5.3 Identify environmentally sensitive areas that should not be built upon and establish means for their preservation.
- 5.4 Require future land development practices to be compatible with the existing topography, vegetation and scenic vistas.
- 5.5 Retain and encourage commercial and other employment uses which respect the existing positive characteristics of the City and its natural environment.
- 5.6 Support the reservation of open space in development/re-development projects in commercial areas and along SR 89A.
- 5.7 Prepare specific plans for the SR 89A corridor that identify specific parcels or areas that should be reserved as open space in conjunction with development/re-development projects.
- 5.8 Mitigate the visual impacts of facilities, structures, utilities and mechanical installations through appropriate screening and locational criteria.
- 5.9 Re-evaluate development color standards for new and re-modeled development.
- 5.10 Encourage clustering of residential uses to preserve environmentally-sensitive features.

GOAL 6.0: Maintain existing drainage ways in their natural condition and maximize their potential benefits to the community.

Objectives/Policies

- 6.1 Identify drainage ways with potentially significant hydrologic, topographic, wildlife habitat, scenic resource, recreational and open space values for future preservation and community use.
- 6.2 Integrate natural drainage ways, open space and recreation resources into a comprehensive system.

5.2.2 Land Use Plan

The *Land Use Plan* has been prepared based on the *Vision Statement and Goals and Objectives/Policies* presented above in conjunction with the results of community input from the original planning process from 1989 through 1991; the City Council's Advisory Committee on Community Growth Issues in 1997 and 1998 and 2001-2002 Update. In the original planning process (1989 - 1991), the community's urban form priorities were combined with the results of the environmentally sensitive lands assessment and the forecasts presented in the Economic Base Study to establish the basis for the Land Use Plan. These urban form priorities and forecasts were updated in 1998 and again in 2002. The Land Use Plan, along with the City's adopted Land Development Code will primarily be utilized by the Planning and Zoning Commission and City Council to review and consider development proposals and to assess community needs through the year 2015.

The Land Use Plan is presented in the following areas:

Figure 4 - Future Land Use Map

- A. Overview
- B. Residential Uses
- C. Commercial Uses
- D. Commercial and Lodging Uses
- E. Public/Semi-Public Uses
- F. Specific Use
- G. Planned Area
- H. Parks
- I. National Forest and Other Open Space
- J. Development Review Guidelines

A. Figure 4 - Future Land Use Map Overview

The graphic depiction of desired future land use for Sedona has evolved from several sources of input since the Community planning process was begun in December 1989. The original, adopted Plan resulted from countless hours of hands on community involvement, receiving an Arizona Planning Association Award for best public participation process of 1990. The result, in November 1991, was an adopted land use map remarkably similar to Sedona's existing zoning pattern. This was no accident! The community has strongly supported an infill land use philosophy that would retain the city's growth potential within existing densities and geographical area. Subsequent specific planning efforts, including the "Uptown/Creek Area Plan" and "West Sedona Commercial Corridor Study" have suggested that the location of some zoning districts be further refined and some new alternative use areas and zones be considered. In February 1998, the City Council- appointed Advisory Committee on Growth prepared a report outlining several recommendations for managing

this growth. Key recommendations relative to future land use and the Future Land Use Map included:

- Prohibiting overall residential density increases and increases in commercial acreage
- Completion and adoption of the West Sedona Commercial Corridor Study
- Establishment of criteria and community benefits based on specific area needs for “Transitional” land uses.
- Creation of locational criteria for lodging uses.

The **Sedona Community Plan** ties these recommendations together with a future land use map that reflects the overall infill philosophy and desire to maintain existing densities.

Residential Densities

The Growth Committee recommended that residential growth be limited to the total number of housing units permitted by current zoning and that changes to zoning on specific properties should require that other substantial community benefits be provided in proportion to the requested change or an equivalent decrease in density elsewhere.

Future land use projections have been based on the development of residential areas at a much lower density than current zoning allows. This is partly due to the City’s requirements for development and to past trends toward lower density development. Densities reflected on the Future Land Use Map are generally consistent with the City’s overall zoning density potential.

Commercial Areas

The Growth Committee recommended that commercial growth be limited to the total number of commercial acres permitted by current zoning and that changes in zoning on specific properties should require that other substantial community benefits be provided in proportion to the change or an equivalent decrease in commercial acres elsewhere.

The Future Land Use Map does not designate any additional commercial areas beyond what is currently commercially zoned. With the development of criteria for the location of mixed lodging and commercial uses, the Future Land Use Map also depicts the locations of existing and planned lodging projects that meet these criteria.

INSERT FIGURE 4 - Future Land Use Map

B. Figure 4 - Future Land Use Map - Residential Uses

1. Single-Family/Very Low Density Residential (0-.5 DU/AC)

Description:

The Single-family, Very Low Density Residential category denotes areas where rural and single-family residential development is desirable and urban services are available or will be provided. This category is generally located off Dry Creek Road in the northwestern portion of the community. Most of this area has been further designated with an “equestrian overlay” both to acknowledge the significant number of residents who keep horses in this area and to encourage improvements that may be needed to address equestrian activities. Recommendations regarding the development of equestrian trails, roadway crossings and trail head access to the National Forest are discussed in the City’s adopted Trails and Urban Pathways Plan.

Large portions of very low density residential lands abut National Forest and, in one area, the Red Rock/Secret Mountain Wilderness. Unregulated access to adjacent National Forest and wilderness can severely impact these environmentally sensitive areas. Access to these lands from designated trailheads and neighborhood links, as recommended in the City Trails and Urban Pathways Plan is strongly encouraged.

Development Guidelines:

Clustering of residential units is strongly encouraged in concentrated areas to direct development away from more environmentally sensitive portions of a site while maintaining an overall density of no more than .5 DU/AC. New development adjacent to National Forest lands should provide maximum feasible open space buffers to these lands to minimize urban interface impacts.

2. Single-Family/Low Density Residential (.5 - 2 DU/AC)

Description:

The Single-family, Low Density Residential category denotes areas where single-family residential development is desirable and urban services are available or will be provided.

This category includes areas adjacent to National Forest and other areas that are generally on the periphery of the community. Since large portions of low density residential lands abut the National Forest, unregulated access to these lands can severely impact these environmentally sensitive areas. Access from designated trail heads and neighborhood links, as recommended in the City Trails and Urban Pathways Plan is strongly encouraged. The Foothills North subdivision is also designated with an “equestrian overlay” (see single-family/very low density description). Pedestrian and vehicular linkages to schools, shopping, facilities and community services are or should be important features of these areas.

Development Guidelines:

Clustering of residential units is strongly encouraged in concentrated areas to direct development away from more environmentally-sensitive portions of a site while maintaining an overall density of no more than 2 DU/AC. New development adjacent to National Forest lands should provide maximum feasible open space buffers to these lands to minimize urban interface impacts.

3. Single-Family/Medium Density Residential (2 - 4 DU/AC)

Description:

The Single Family, Medium Density residential category denotes areas where single-family neighborhood residential development is desirable and all urban services are available or will be provided.

This category includes areas generally located between commercial areas and lower density single-family uses. Single-family, medium density uses generally comprise existing traditional neighborhoods and some of the older subdivisions in the community at various stages of buildout. Pedestrian and vehicular linkages to schools, shopping facilities, and community services and collector road access to the highways are or should be integral to these areas. Single-family residential medium density areas that abut National Forest have nearly all been previously subdivided. Unregulated access to the National Forest can severely impact these environmentally-sensitive lands. Access from designated trailheads and neighborhood links, as recommended in the City Trails and Urban Pathways Plan is strongly encouraged.

Development Guidelines:

Within any particular development, densities greater than 4 DU/AC, up to 6 DU/AC (cluster development) could be permitted in concentrated areas to direct development away from more environmentally sensitive portions of a total site, but only if areas of lower densities offset the increase such that an average of no more than 4.0 DU/AC is maintained.

4. Single-family, High Density Residential (4-8 DU/AC)

Description:

The Single-family High Density Residential category denotes areas where single-family neighborhood residential development is desirable and all urban services are available or will be provided. This category includes older subdivisions that have historically developed with smaller lots at these densities. These areas are largely built out.

Development Guidelines:

These areas have all been subdivided and contain few vacant lots.

5. Multi-family, Medium Density Residential (4-8 DU/AC)

Description:

The Multi-family, Medium Density Residential category denotes areas where higher density (e.g. patio homes, townhouses, condominiums, apartments, single-family attached) uses are desirable and all urban services are available.

These areas are generally located between commercial areas and single-family residential. Direct proximity to shopping facilities and community services and public transportation opportunities are or should be key locational features.

Development Guidelines:

Within any particular development, densities greater than 8 DU/AC, up to 12.0 DU/AC could be permitted in concentrated areas to direct development away from more environmentally sensitive portions of a total site but only if areas of lower densities offset the increase such that an average of no more than 8 DU/AC is maintained.

Multi-family medium density residential development is also encouraged within commercial Focused Activity Centers (see FAC-Commercial).

6. Multi-family high density residential (8 - 12 DU/AC)

Description:

The Multi-family High Density Residential category denotes areas where high density (e.g. patio homes, townhouses, condominiums, apartments) are desirable and all urban services are available. These uses are generally located between commercial areas and single-family residential. Direct proximity to shopping facilities and community services, public transportation opportunities and access to the highways via signalized intersections are, or should be key locational features.

Development Guidelines:

In addition to general locations provided on the future land use map, multi-family high density residential is encouraged within “Focused Activity” commercial centers within commercially-designated areas. (see FAC-Commercial).

7. Mobile Home Parks

This category denotes existing mobile home parks that are not otherwise discussed in Special Planning areas. Since existing mobile home parks provide some of the most affordable housing options to low and moderate income households, retention of this housing is very important. If these areas are re-developed, the existing housing densities should be retained regardless of housing type, if upgrades to current housing and/or site conditions are provided and the housing units are and remain affordable to low and moderate income households.

C. Figure 4 - Future Land Use Map - Commercial Uses

The “Commercial” category includes retail, office, services, and heavy commercial and light manufacturing uses. The commercial designation includes the “Uptown/Creek Area” including the Uptown Focused Activity Center and commercial uses lining SR 179 from the “Y” intersection south to approximately Canyon Drive; the commercial district fronting SR 89A in west Sedona from Cultural Park Place/Upper Red Rock Loop Road to Airport Road and including four Focused Activity Centers at Cultural Park Place/Upper Red Rock Loop Road, Dry Creek Road/Arroyo Pinion Drive, Shelby/Rodeo/Coffee Pot/Sunset Drives and Soldier Pass/North Airport Road. In general, commercial uses should be limited to the areas along SR 89A and SR 179 as designated on the Future Land Use Map.

The commercial land use category is further defined in the following areas:

1. Focused Activity Centers (FAC)
2. Heavy Commercial/Light Manufacturing
3. Other Commercial areas – West Sedona, Northview/Mountain Shadows to Airport Road
4. Other Commercial – Uptown/Creek Area

To assure compatibility between commercial, lodging, and multi-family development activities and adjacent sites, master planning of General Commercial/Lodging projects should be integrated with adjacent sites, and relate to any completed or in-process specific planning undertaken by the City of Sedona jointly with area property owners.

1. Focused Activity Centers (FAC)

Within FAC’s, the more intensive commercial retail and service uses that are oriented to both residents and visitors are encouraged. Lodging activities should also be located in these areas. A broad mix of uses, including offices and high density residential are also encouraged within or adjacent to these areas in order to provide “active” centers in which many uses may be accessed on foot from residential areas and lodging accommodations. Shopping centers, entertainment, public spaces and significant parking opportunities should be integral to the FACs. The FACs are generally accessible to signalized intersections and opportunities for enhanced traffic management, consolidation of curb cuts and non-highway access are generally better. Additionally, these areas of mixed activities are more conducive to vehicular trips oriented to a single destination, rather than making several trips up and down the highway.

FAC General Development Guidelines:

Future development/re-development should include commercial service, retail, lodging, professional office, public/semi-public, and multi-family residential uses.

Re-evaluation of the West Sedona Commercial Corridor Study recommendations relative to design guidelines, uses and other standards as well as desired character, integrated park sites, public and open spaces for these areas is recommended. Re-development incentives should also be evaluated.

Joint use parking and extensive landscaping should be integral to these areas. Parking areas should be hidden from public view wherever possible. Development adjacent to public right-of-way should be landscaped utilizing consistent landscaping themes (i.e. plant materials, paving, etc.) that will tie projects together. Multi-family uses should be accessed via signalized intersections off the highway with transportation system management techniques designed to maximize traffic efficiency, minimize congestion and encourage future accessibility to a transit system. (see also Commercial and Lodging Uses). Where new development is proposed adjacent to single-family residential uses, buildings should be appropriately buffered to mitigate impacts. When Focused Activity Centers are eventually considered as part of an overlay zoning district, specific standards should be evaluated and implemented for uses that are directly adjacent to single-family residential, including considerations for increased setbacks and lower building heights.

In Focused Activity Centers, where significant areas have been devoted to lodging uses, remaining areas within or adjacent to the FAC's should be developed with enough retail and service type uses to support the area's function with multi-use opportunities that reduce the need for additional highway trips and to foster significant pedestrian activity.

a. Red Rock Loop Road/Cultural Park Place FAC

Area Description: Commercial area straddling the Red Rock Loop Road/Cultural Park Place/89A intersection. The area includes the Sedona Summit Timeshare project. Current zoning is C-1 (General commercial) and Planned Development (Sedona Summit) north of the highway and C-1 south of the highway.

Development Guidelines and Uses: Access to SR 89A should be limited to Navoti Drive via Cultural park Place and Bristlecone Pines Road north of the highway and Upper Red Rock Loop Road south of the highway. Full or emergency access opportunities should be explored to provide a secondary outlet for Foothills South subdivision at El Camino Real, as discussed in the North/South West Sedona Off-Highway Study. Uses could include lodging, which is complimentary to the adjacent and nearby future Cultural Park, and retail commercial (shopping, entertainment, dining) within or adjacent to the FAC that could provide support to both the Cultural Park, lodging uses and nearby medical center, related biomedical uses and housing (see Section 5.2.2.G.1. – Navoti Planned Area).

b. Dry Creek FAC:

Area Description: Commercial area straddling Dry Creek Road and Arroyo Pinion Drive intersection with SR 89A. The area is nearly all built out and has developed with lodging, bar-restaurant, theater (currently closed) and other retail uses. This area is currently zoned C-2 (General commercial) and L (Lodging).

Development Guidelines and Uses: This area currently provides a good mix of uses which are also complimentary to nearby multi-family uses and others, such as the library and City Hall. New development/re-development in this area should be complimentary to, or similar to the established uses.

c. Shelby/Coffeepot FAC:

Area Description: This is the “hub” of west Sedona, straddling two major signalized intersections (Shelby/Rodeo and Coffeepot/Sunset) on SR 89A. The area extends from opposite the Safeway entrance south of the highway and Madole Road north of the highway on the west to the Northview/Mountain Shadows intersection on the east. The area has developed with a wide variety of uses, including two major shopping centers, a theater complex, and lodging uses both on and off the highway. This area is nearly all built out and is currently zoned OP (Office professional), L (Lodging), C-1 and C-2 (General Commercial). Heavy Commercial uses also lie immediately adjacent to the north.

Development Guidelines and Uses: This area currently provides a good mix of uses which are also complimentary to nearby multi-family uses and the Nepenthe Park to the south with planned pedestrian linkages as well. New development/re-development in this area should be complimentary to or similar to established uses.

d. Soldier Pass FAC:

Area Description: Commercial area straddling Soldier Pass Road on the north side of SR 89A and the area on the south side of the highway, either side of Saddlerock Drive, opposite the Soldier Pass Road intersection. This area has developed with retail, office and lodging uses and is largely built out. This area is currently zoned OP (Office Professional), L (Lodging) and C-2 (General Commercial).

Development Guidelines and Uses: This area, particularly with recent re-development, is beginning to exhibit the mix of uses that can solidify this area as a significant focus of activity which is also complimentary to adjacent multi-family uses to the north. New development/re-development in this area should be complimentary to or similar to established uses.

A potential connection from Saddlerock Drive to a re-aligned Soldier Pass Road or new connection opposite the existing Soldier Pass Road intersection would provide not only enhanced commercial access, but controlled, signalized access to the Saddlerock subdivision. A four-way Soldier Pass intersection providing this connection must be established prior to or in conjunction with the development of lodging uses within this FAC on the south side of the highway.

e. Uptown FAC:

Area Description: This area makes up a portion of the boundaries of the Sedona Main Street Program. This program is intended to focus resources on the needs of this area, including vehicular and pedestrian circulation improvements, parking and development of specific character and design themes. Although Sedona Main Street currently covers about half of the area evaluated in the Phase one Uptown/Creek Area Plan, this area is expected to be expanded in the future to cover the SR 179 commercial area. Vehicular/pedestrian and streetscape improvements are currently being pursued, utilizing the Phase One Uptown/Creek Area Plan, adopted Sedona Highway Corridor Assessment and Streetscape concept Plan, prepared by “Urban Design Studio” as important resources in the implementation of highway-related improvements through coordination with ADOT and the City of Sedona. These improvements are addressed in more detail in the *Circulation Element*.

The Uptown area is its own identifiable district and is the City’s historic center. The area consists of visitor-oriented retail, service and lodging uses, and a number of historic structures. The Uptown area is the most intensively urban part of Sedona and has developed within a highly concentrated area with a high level of pedestrian activity. As a significant tourist focal point, this area has the potential to be further enhanced as a pedestrian area with uses within close proximity to one another. It is in the community’s best interest to make sure that development/redevelopment is held to a very high standard with attractive public spaces and pedestrian-friendly streets to emphasize to visitors and residents, the importance of quality and strong sense of place. To contribute to this sense of place, the City should also encourage the establishment of more locally-oriented uses in Uptown. This has the added benefit of helping to reduce vehicular trips from adjacent residential areas into west Sedona. As a visitor “hub” there is a need for highly accessible parking opportunities for long-term use, compatible with future transit options. The City recently constructed a public parking lot Uptown to address this need. Design considerations are very important in emphasizing Uptown as a special character district. Older commercial developments tend to reflect “territorial style” architectural flavor. In 1996, Design Guidelines were prepared in conjunction with the Sedona Main Street Program to guide the conservation, adaptive use and enhancement of buildings and public spaces within the Uptown commercial area. These guidelines emphasize a Red Rock territorial style in keeping with the area’s historic flavor.

Because Uptown Sedona has a unique historic character and has developed within a concentrated area, the City should adopt an overlay zoning district, incorporating Main Street

design guidelines and re-evaluation of standards for lot coverage, setbacks and parking requirements to address more intensively urban conditions that do not exist in west Sedona.

f. Other Uptown/Creek Area Commercial:

Nearly all of the commercial area outside the Main Street overlay is located adjacent to SR 179 from SR 89A intersection to Canyon Drive. This area is expected to be incorporated into the Main Street District in the future. This area also consists of visitor-oriented retail, service and lodging uses and also contains some historic structures. The SR 179 commercial area is closely tied to Uptown and also has a high level of pedestrian activity. Upon incorporation into the Main Street District, the City should expand overlay zoning to coincide, and to address design and development standards specific to the Uptown/Creek area as a coordinated character district. The scope of a future specific area plan for SR 179 should also include potential re-development options for the commercial “Creek Area” including public use areas, potential park sites, parking and linkages to a future Creekwalk. However, potential public spaces, uses and park sites in the vicinity of Tlaquepaque should be carefully evaluated relative to potential additional traffic generation in this highly congested area.

The establishment of a walkway along Oak Creek, or linking scenic sites, would emphasize the character and ambiance unique to Sedona. However, it may not be practical to establish this Creekwalk directly adjacent to the Creek for its entire length due to existing developments and other constraints. Redesign of existing walkways should be considered in areas with a high profile or high pedestrian traffic volumes, to provide adequate width of ambiance in coordination with shuttle transit facilities or other alternative mode facilities. Design considerations should include moving the pedestrian pathways away from the roadways wherever possible, to enhance the walking experience. Pedestrian walkways can be of a variety of materials from concrete to asphalt or natural gravel, depending on the experience intended for the pedestrian. Low-level bollard lighting should also be considered for walkways in areas where ambient lighting would not benefit the walkway. This lighting would provide safe illumination of the walkway while providing an additional measure of security (*see also Circulation Element and Open Space Element*).

2. Heavy Commercial/Light Manufacturing

Two areas within the City have historically developed with contractors yards, warehousing, mini-storage, light manufacturing and other similar uses. These areas are currently zoned for Heavy Commercial/Light Manufacturing uses. One area lies along the west side of Coffee Pot Drive and the other, AAA Industrial Park, is adjacent to National Forest at the south end of Shelby and Sunset Drives.

Although additional areas for industrial uses are generally discouraged by the Plan, some heavier commercial service uses such as auto repair, cabinet shops, etc., that serve local needs, should be considered within the existing commercial areas if:

- These uses are not located adjacent to the highway
- There is no outside storage involved
- Significant buffering to residential areas can be provided
- Traffic generation is minimal

Implementation would be dependent upon re-evaluation of commercial zoning districts in the City's Land Development Code.

3. Other Commercial Areas - West Sedona, Northview/Mountain Shadows to Airport Road

The areas between the FACs have historically developed with a broad range of uses. In the future, however, uses that are more oriented toward residents needs should be encouraged. Offices and a variety of residential services that are lower traffic generators than many of the retail uses that are oriented toward both residents and visitors are recommended in these areas where traffic management opportunities may be more problematic.

In addition, more locally-oriented businesses may require less highway visibility and parking needs, resulting in greater opportunities for enhanced landscaping adjacent to the highway which has the added benefit of reducing the existing strip commercial appearance of the west Sedona commercial corridor. Uses that are incompatible with an attractive highway corridor should be encouraged to locate in commercial areas off the highway. Future development/re-development within these areas should include exceptional landscaping adjacent to the highway. Parking should be hidden from the highway and integrated behind commercial buildings wherever possible.

Re-development incentives should be evaluated and implemented and the Phase One West Sedona Commercial Corridor Study recommendations relative to uses and design components re-evaluated. A detailed inventory of existing land uses and future uses required to meet local needs should be pursued.

The adopted Sedona Highway Corridor Assessment (May 1997) provides a concept plan for raised medians and combined access drives to reduce the number of left turn conflicts throughout the corridor. This concept proposes median segments with strategically-placed full access opportunities between Juniper Drive and Airport Road in west Sedona. The City should continue to explore this concept in conjunction with specific planning for the West Sedona Commercial Corridor (see *Circulation Element*)

- **Navoti Planned Development**

This area should front Navoti Drive and access to SR 89A should be limited to Bristlecone Pines Road, Cultural Park Place or other signalized intersections. Commercial uses are needed in this area to support adjacent residential

neighborhoods, medical center and offices, nearby lodging, Cultural Park and Yavapai College to reduce the need for highway trips to and from this area.

- **Roadrunner Drive to Madole**

In areas located off the highway, some heavier commercial service uses, such as auto repair, cabinet shops and others that serve local needs should be considered within the existing commercially designated areas if these uses do not include outside storage, can be significantly buffered from residential areas and do not produce significant vehicle trips. The area around Southwest Drive (Southwest Center) may be particularly well-suited for these types of uses, as it extends well off the highway.

Although the area around the Andante intersection has a high level of mixed commercial activity, it is not recommended as a Focused Activity center due to significant highway traffic control issues that have yet to be resolved. Future consideration of this area as a Focused Activity center would be dependent on the re-alignment and/or signalization of the Andante intersection.

- **Northview/Mountain Shadows to Airport Road**

For the area south of the highway, re-development options in conjunction with Special Planning Area considerations (see Section 5.2.2.F.) could make a significant contribution toward resolving some major traffic congestion/access control issues along this portion of the highway.

D. Figure 4 – Future Land Use Map – Commercial and Lodging Uses

The Commercial and Lodging category includes hotels, motels, timeshares and commercial retail and service and multi-family uses associated with Focused Activity Centers, other visitor-based commercial and lodging activities in the Uptown/Creek Area of SR 89A and SR 179 and other locations where lodging uses are recommended with the City. A Plan amendment to this category is not required for new lodging development within the “Commercial” category that meet the locational criteria in the Plan (see also Chapter 18, *Amendments*).

Lodging Uses – Locational Criteria:

Key considerations in determining locations for lodging uses in the community include:

- Avoiding homogenous or “hotel strip” development along the highway corridor. Commercial diversity and mixed uses are also important to the health and character of the community.
- Limiting the replacement of commercial uses that meet residential needs with visitor-based retail and lodging uses.

- Providing locations that have the greatest diversity of commercial uses to encourage pedestrian, rather than vehicle trips.
- Providing locations with the best traffic control at the highway.

West Sedona

This category is applied to existing and planned hotel, motel and timeshare locations that meet the general criteria described below. Future development of lodging uses in West Sedona should meet the following locational criteria:

- Must be located within a Focused Activity Center unless otherwise approved as a specific use within a Special Planning Area and meet the development criteria for the specific FAC
- Must be accessed off the highway via a signalized intersection or projects of less than 40 units may be located where significant traffic system management is provided that can be coordinated with a nearby traffic signal.

Uptown Focused Activity Center:

The commercial and lodging category is generally applied to areas along SR 89A and between the highway and Oak Creek in the Uptown area. Lodging uses in this vicinity are generally located in close proximity to one another and other visitor-based uses that can maximize pedestrian accessibility throughout the area.

Creek Area:

This area lies along SR 179 where existing mixed visitor-based retail, hotel/motel and timeshare development is located. Unless otherwise approved as a specific use within a Special Planning Area, additional locations for lodging uses of less than 40 units outside the areas designated as “Commercial and Lodging” on the Future Land Use Map could be allowed in the “Commercial” designation if alternate, controlled access to the highway can be provided.

Airport:

Existing lodging uses at the Sedona Airport are designated on the Future Land Use Map. Lodging at the Airport serves arriving and departing air travelers (as well as others) and, as such, may reduce the need for some highway trips. Due to the fact that the Airport Road intersection with SR 89A is not signalized, and because the Sedona Airport location is not conducive to major expansion, additional lodging activities at this location are not supported at this time.

RV Parks:

Following re-development in Uptown, the 28 RV spaces within the Rancho Sedona RV/Mobile Home Park will constitute the only RV spaces within the City. Although this current location within the riparian area of Oak Creek provides effective natural screening of

highly visible RV units, there are no other locations for RV parks that are supported by the Plan due to screening and traffic congestion concerns.

Bed and Breakfasts:

Bed and Breakfast uses are supported in commercial areas and in locations with good collector street/highway access that do not bring vehicular traffic through single-family residential neighborhoods. Bed and breakfast uses are also generally supported as an incentive to preserve historic landmarks. Unless otherwise approved as a specific use within a Special Planning Area, bed and breakfast uses are generally limited to a maximum of 6 units.

Lodging Uses – Planning and Design Issues

In addition to meeting locational criteria, future lodging uses should:

- Preserve the small town community character of Sedona
- Be compatible in size, scale, intensity and character of use with infrastructure improvements and other land uses in the vicinity of its location
- Integrate, through its design, development, operation and maintenance, a character of use consistent with area conditions, other developments and infrastructure improvements
- Equitably address the impacts of the development and operation on present and future community infrastructure needs, as well as the impact of its development on present and future community service needs
- Ensure the provision of appropriate vehicular parking and maneuvering accommodations
- Promote economical and efficient land use with creative design and sensitivity to the natural environment and the unique character of Sedona
- Offer a strategy to address employee housing opportunities and coordination with future transit, if applicable.

E. Figure 4 – Future Land Use Map – Public/Semi-Public Uses

Schools Sites depicted on the Future Land Use Map include the existing West Sedona School, Brewer road administration offices, the High School and the Sedona Charter School.

Future planning, programming and development of public schools is the responsibility of the Sedona-Oak Creek School Board. If the current level of the Sedona population between the ages of 20-45 remains proportional to the student population, the District may require one additional elementary school somewhere in the general Sedona area. At a minimum, future development of elementary and middle school facilities should have immediate collector street access and be sited (along with attendant athletic, performance and parking facilities) to minimize intrusion on adjacent residential areas. New locational and development criteria for charter and private schools were adopted in February 2002.

Cemetery includes the existing Sedona Cemetery.

Airport includes the existing Sedona-Oak Creek Airport located on Table Top Mountain. Any potential for expanding the airport is severely limited by its location nearly covering the mesa top. However, the City should work with the Airport administration in identifying and supporting non-aeronautical land uses that are compatible with the existing and future traffic circulation system in order to provide alternatives to air tours as a source of revenue for the airport.

Water Production and Storage Although not depicted on the Future Land Use Map, Arizona Water Company has indicated the likely need for one additional million gallon storage tank in the Chapel area, a well-site in the Broken Arrow area and one additional well-site in west Sedona (currently underway) by the year 2010. The water company has also indicated that there are essentially no private lands available in the Chapel area on which to locate a water storage tank without creating major visual impacts in the area. More viable locations, from the perspective of Arizona Water Company, would exist on National Forest lands. This raises other issues relative to US Forest Service policies and coordination.

Other Public/Semi-Public uses include the existing post office, KAZM radio station, Chapel of the Holy Cross, Adult Community Center, Fire Station, public parking, Sedona Cultural Park, Sedona Medical center and Sedona Racquet Club. These uses also include the existing US Forest Service headquarters on Brewer Road, which will eventually be relocated. Future Public/Semi-Public uses could include parks, schools and other public facilities as supported by the Community Plan.

F. Figure 4 - Future Land Use Map – Special Planning Areas

Special Planning Areas are general areas within the community that have specific needs and where potential neighborhood and community benefits may be realized. Within these areas, creative development/re-development solutions may provide a means of addressing these needs and benefits. Alternative land use proposals may be considered within these areas if it can be demonstrated that a specific proposal is compatible with neighboring properties and the general area and if specific community/neighborhood needs and benefits and other general plan goals can be met/provided. Land uses and densities within this category must be within the range of land uses and densities in the residential and other land use categories of Section 5.2.2 of the *Land Use Element* of the **Sedona Community Plan**. Within these ranges, appropriate uses and densities are dependent upon consistency with community needs, benefits and neighborhood compatibility. Proposed residential units/densities should also be evaluated according to City-wide buildout projections based on current zoning.

In addition to potential benefits and needs described in the following planning areas, there are several general community benefits that should be considered in all development proposals where applicable including, but not limited to:

- Undergrounding of overhead utility lines
- Pedestrian/Bicycle pathways and linkages
- Preservation of natural vegetation and open space and view corridors
- Consolidation of parcels as part of a single development plan
- Integration of housing within commercial areas and opportunities to address other community housing needs
- Preservation of potential historic resources
- Buffering between residential and commercial uses
- Mitigation of impacts of non-conforming uses
- Inclusion of Shuttle Transit stops/facilities
- Tax revenue contributions that clearly more than offset the net impacts
- Opportunities to implement specific development and design standards for new development or re-development proposals.

The following are examples of some of the questions that should be asked in the evaluation of development proposals within Special Planning Areas:

- What is the priority of the benefit or need?
- Can the benefits/needs and potential impacts be quantified and does one outweigh the other?
- Can a specific need be met through other alternatives?
- Are there differences in the time frame over which benefits will be realized and impacts experienced?
- Does the proposal have tax benefits that more than offset the net impacts?

Special Planning Areas are intended to provide for alternative land uses that can address impacts resulting from existing or future incompatible land uses and to provide creative methods to address community benefits and needs. In keeping with these objectives, consideration may be given to adjustments in Special Planning Area land use boundaries where specific parcels are immediately adjacent to a Special Planning Area boundary under the following conditions:

- There is an opportunity to mitigate the impacts of non-conforming uses on adjacent or nearby residences.
- There is an opportunity to consolidate properties as part of a development plan that is needed to address a significant community need or benefit.

In addition to the general community benefits previously described, the following are the general descriptions and needs and benefits for each Special Planning Area. A summary of community/area needs outlines the primary planning goals for each area. A summary of community/area benefits outlines the opportunities that may be available to achieve community benefits through the consideration of development proposals.

Additional community needs and benefits should also be considered if they are supported by the Sedona Community Plan.

Dry Creek Road

Area Description: General area either side of Dry Creek Road south of Kachina Drive and north of the existing highway commercial uses in the Dry Creek Focused Activity Center. Uses in this general area include an existing church, existing office complex, approved office uses, single-family residential uses, Sedona City Hall and bank. The Sedona Library and Charter School are also in the area. This area is currently zoned Office Professional, Single-family Low Density Residential and Transitional.

Community Needs and Benefits: Land uses in this area should compliment the nearby Library, school, lodging, offices and City Hall and should be residential in scale and enhance pedestrian mobility throughout the area. These uses should be consistent with community needs, benefits and neighborhood compatibility. Land uses and vehicular and pedestrian circulation improvements in this area may also reduce need for highway trips.

Summary of Community/Area Needs:

- Provide land uses that are complimentary to nearby lodging/Focused Activity Center, offices, Library and City Hall and that include pedestrian improvements that will enhance overall pedestrian mobility and therefore potentially reduce highway trips in the area.
- Provide land uses on a similar scale as residential uses in the immediate area.
- Provide land uses that are compatible with both existing residential and commercial uses in the area.

Summary of Community/Area Benefits:

Opportunities to retain existing single-family structures for residential and non-residential uses.

- Opportunities to provide bicycle/pedestrian connections between Navoti Drive and Dry Creek Road and the Library and SR 89A.
- Opportunities for potential future re-development options to provide alternative commercial access to the commercial area between Dry Creek Road and Roadrunner Drive.
- Opportunities to address housing needs described in the Housing Element.

Southwest Center

Area Description: Includes the northern portion of the Southwest Center commercial area abutting existing multi-family and single-family residential uses. The existing area has developed with locally-owned/operated small-scale lodging, office and multi-family and

service commercial uses. This area currently serves as an appropriate buffer to the residential area. The area is currently zoned commercial.

Community Needs and Benefits: Maintenance of residential scale uses, including housing as an appropriate buffer to the adjacent residential area. Future development is encouraged to maintain similar uses as those existing in this area, including mixed uses, rather than the more intensive commercial uses that are otherwise permitted under current zoning.

Summary of Community/Area Needs:

- Maintain uses that create a good buffer to the adjacent residential area rather than the more intensive commercial uses that are permitted under current zoning.
- Maintain uses on a residential scale.

Summary of Community/Area Benefits:

Opportunities to address housing needs described in the Housing Element
Opportunities to consolidate properties under unified planning.

Carol Canyon Drive/El Camino Road

Area Description: Area generally west of El Camino Road and between El Camino Road and Deer Trail and Carol Canyon Drives and extending eastward directly adjacent to the existing commercial area. Includes existing churches and the Montessori School, single-family residential uses, and an undeveloped area east of Carol Canyon Drive. The area is zoned for single-family residential uses. Adjacent highway commercial uses west of Carol Canyon Drive are not well buffered from existing single-family uses. A non-conforming heavy commercial use also exists in the area west of El Camino Road.

Community Needs and Benefits: A road/pedestrian connection between El Camino Road and Carol Canyon Drive could also provide indirect access to the Arroyo Pinion signalized intersection. Parcel consolidation and site planning for the area is preferable to single-parcel development proposals. The existing residential area is poorly buffered from existing commercial uses and residential/commercial buffering would be a significant benefit to the area.

The “Off-Highway Circulation Study (CH2MHill, 1997)” also recommends a road connection between Carol Canyon Drive and SR 89A via Lem Drive to provide an alternate access to the residential area served by Carol Canyon and Deer Trail Drives. Future uses in the undeveloped area east of Carol Canyon Drive should include consolidated site planning and retain the existing “knoll” behind the commercial area as a natural buffer. Future uses within this Special Planning Area should also generate minimal traffic and be consistent with community needs, benefits, buffering between residential and commercial areas and be

compatible with adjacent and nearby residences. Land uses should also be oriented to the needs of local residents and/or the surrounding area.

Summary of Community/Area Needs:

- Provide enhanced buffering and land uses that are compatible with both existing residential and commercial areas on a single-family residential scale, including strategic building and parking placement adjacent to the existing commercial area, placement of land uses compatible with both single-family and commercial areas, use of topographic changes, vegetative screening and other buffering techniques.
- Retain the existing “knoll” and natural vegetation east of Carol Canyon Drive.
- Provide uses that generate minimal traffic relative to the residential character of the area.

Summary of Community/Area Benefits:

- Opportunity to preserve natural open space and topographic features.
- Opportunity to address housing needs described in the Housing Element
- Opportunity for elimination of non-conforming uses.
- Opportunity to consolidate properties under unified planning.
- Opportunity to provide road/pedestrian connections between Carol Canyon Drive and Arroyo Pinion Drive.
- Opportunity to provide for alternate connection to SR 89A from the single-family residential areas served by Carol Canyon and Deer Trail Drives.
- Opportunity to preserve potential historic resources.

Rigby/Madole

Area Description: General area between Tranquil Avenue and Madole Road, including Rigby Road. The area is currently developed with an existing mobile home park, office complex and propane gas company in a commercially-zoned area. The Rigby House, a potential historic landmark also includes a significant undeveloped area zoned for Single-family Medium Density Residential uses. Re-development in this area is possible and past development occurred prior to the City’s incorporation without consideration of compatibility of uses and appropriate site planning.

Community Needs and Benefits: The area within the existing commercial zoning district should be re-developed with uses that will create an attractive highway corridor in conjunction with retention of housing in this area. Since existing mobile home parks provide some of the most affordable housing options to low and moderate income households, re-development of this area should be considered in order to provide upgrades to current housing and/or site conditions if the re-development can ensure that the housing units are affordable to low and moderate income households. Re-development of housing units on a single-family residential scale is an important consideration in this area. Land uses should be consistent with community needs and benefits, provide a good buffer to residential uses and be compatible with surrounding neighborhoods.

Summary of Community/Area Needs:

- Preservation of a potential historic landmark (Rigby house)
- Re-development of the existing commercial area, including uses that can meet the needs of local residents, that enhance the highway corridor and are minimal traffic generators relative to commercial uses in general, that don't require high volume highway exposure.
- Re-development of the existing mobile home park should include a plan to construct a similar number of housing units on a single-family residential scale that are affordable to low and moderate income households.
- Provide enhanced buffering to existing single-family residential uses.
- Provide alternate access to Andante Drive.

Summary of Community/Area Benefits:

- Opportunities to address housing needs described in the Housing Element.
- Opportunities to provide road connections between Madole and Andante Drives and potential link to Safeway Plaza
- Opportunities to limit highway access, consolidation of curb cuts - ideally right-in/right-out turning movements only except for street access points.
- Opportunities to enhance the highway corridor through re-development.
- Opportunities to consolidate properties under unified planning.
- Opportunity to contribute to potential future traffic signal at Andante Drive.

Shelby Drive

Area Description and Status: This area is situated along the west side of Shelby Drive, across from the Sunset Mobile Home Park. Community benefits included road connections between Roadrunner and/or Whippet Way and Shelby and consolidated site planning. Approved uses include lodging, adjacent to the existing commercial area (Focused Activity Center), multifamily and single-family uses. In 1998, the Fairfield Development was approved on this 20-acre site including 72 timeshare units, 64 apartment units and 16 single-family units and providing the needed road connections. The entire area is zoned Planned Development.

AAA

Area Description and status: Depicts existing uses including mini storage and recycling center, offices and USFS trailhead in AAA Industrial Park area. The area is zoned Planned Development, Office Professional and Commercial.

Goodrow

Area Description: On both sides of Goodrow Lane between Rodeo Road and the commercial areas to the west and east. The area is currently developed with large lot single-family residential parcels and is zoned Single-family Medium Density Residential.

Community Needs and Benefits: A road connection between Goodrow Lane and Rodeo Road is recommended in the Off-Highway Circulation Study to facilitate access to a signalized intersection for the residential area. This connection should be provided prior to the location of alternative land uses in this area. There may also be opportunities to address community housing needs and provide a buffer between commercial and residential uses. Consolidated site planning, uses on a single-family residential scale or the use of existing residential structures and significant buffering to the residential area to the north are additional considerations for this area. Future uses should be consistent with community needs, benefits and neighborhood compatibility.

Summary of Community/Area Needs:

- Provide road connection between Rodeo Road and Goodrow Lane to provide signalized access for area residents.
- Provide enhanced buffering and land uses that are compatible with both existing residential and commercial areas on a single-family residential scale, including strategic building and parking placement adjacent to the existing commercial area, placement of land uses compatible with both single-family and commercial areas, use of topographic changes, vegetative screening and other buffering techniques.

Summary of Community/Area Benefits:

- Opportunities to address community housing needs described in the Housing Element
- Opportunity to consolidate properties under unified planning.
- Opportunities to retain existing single-family residential structures for residential and non-residential uses.

Grasshopper Flat

Area Description: General area between Northview Road and Saddlerock Circle. The existing, adjacent commercially-zoned area is currently one lot in depth from SR 89A. Existing uses in this Special Planning Area include office, day care, church, school, multi-family, lodging, high and medium density single-family residential and potential historic structures. The area is largely built out. Existing zoning in the area includes, Single-family Medium and High Density Residential, Medium Density Multi-family, Office Professional, Commercial and Transitional. Adjacent highway commercial uses are not well buffered from existing single-family residential uses.

Community Needs and Benefits: A variety of uses, many of them “grandfathered” have developed over time in this area. The character of the area has thus changed from that of a traditional residential neighborhood to one that has a mixed use character. Due to the fact that the existing commercially-zoned area is only one lot in depth from the highway, opportunities for alternate commercial access, parking and elimination of some direct highway access could be realized through re-development in this area. This concept was strongly supported in the Phase One West Sedona Commercial Corridor Study.

The Highway Corridor Assessment (CH2MHill, adopted May, 1997) also recommends the eventual elimination of Birch Boulevard, Inspirational Drive and View Drive intersections with SR 89A to eliminate left turn conflicts and improve traffic operations on the highway. Connections between Northview Drive and these streets would have to be made to facilitate access to a signalized intersection (Northview) from this neighborhood.

Re-development in the area could help resolve highway congestion problems, providing road/bike/pedestrian connections that would enhance accessibility to a controlled intersection, provide better commercial area access and eliminate highway-turning conflicts. Enhanced buffering between commercial and residential areas would also minimize incompatible characteristics between uses. There are also opportunities to address housing needs described in the Housing Element.

This area should be developed with single-family residential scale uses, low traffic generators and utilize existing structures where appropriate to maintain neighborhood integrity. Land uses should be consistent with community needs, benefits and neighborhood compatibility and be oriented primarily to the needs of local residents and/or the surrounding area.

Given the small existing parcel sizes in this area, consolidation of parcels would be a major benefit to ensure unified planning and to ensure that needed infrastructure improvements can be made.

Summary of Community/Area Needs:

- Provide enhanced buffering and land uses that are compatible with both existing residential and commercial areas on a single-family residential scale, including strategic building and parking placement, placement of land uses compatible with both single-family and commercial areas, vegetative screening and other buffering techniques.
- Provide uses that generate minimal traffic relative to the residential character of the area.
- Provide residential area access to a signalized intersection.

Summary of Community/Area Benefits:

- Opportunities for alternate access to adjacent commercial area.
- Opportunities for road, pedestrian/bicycle connections
- Opportunities to address housing needs described in the Housing Element.

- Opportunities to retain existing single-family residential structures for residential and non-residential uses.
- Opportunity to consolidate properties under unified planning.
- Opportunity to eliminate non-conforming uses.
- Opportunity to preserve historic resources.

Airport Road/Elks Lodge

Area Description: Encompasses the general area around the existing Elks Lodge including residential parcels, older structures and historic cemetery. Existing zoning is Single-family Medium Density Residential.

Community Needs and Benefits: Potential preservation of historic resources, including an existing cemetery. There are also opportunities for buffering between commercial and residential uses. Potential future re-development in the area with a 4-way intersection at Soldier Pass Road and a signalized connection to Saddlerock Subdivision would be major benefits in the general area. Land uses should be consistent with community needs, benefits and neighborhood compatibility.

Summary of Community/Area Needs:

- Preservation of potential historic resources.

Summary of Community/Area Benefits:

- Opportunities for enhanced buffering between commercial and residential uses.
- Opportunities to retain existing single-family residential structures for residential and non-residential uses.
- Opportunity to consolidate properties under unified planning.
- Opportunity to provide a 4-way intersection at Soldier Pass Road and a signalized connection to Saddlerock Subdivision.

Sombart Lane

Area Description: General area between the existing highway commercial area along SR 179 and the USFS Munds Mountain Wilderness boundary/eastern City limits and between Highland Road and Canyon Drive. Includes existing multi-family, single-family residential and commercial uses in an area currently zoned for both commercial and residential uses. The area has historically developed with multi-family uses within the commercially-zoned area and with commercial uses within the area zoned for single-family residential. A USFS trailhead is also located in the area. The area is currently zoned for Single-family Low Density Residential, Multi-family Medium Density Residential (RM-1 and PRD) and Commercial.

Community Needs and Benefits: Provides an opportunity to address the National Forest/wilderness/trail head urban interface with buffering/retention of open space as part of coordinated site planning and encourages uses that may be more appropriate for this mixed use area off the highway. Appropriate steps should be taken to address issues of the urban – USFS wilderness interface including control and design of access, on properties adjacent to the USFS wilderness. Retention of existing multi-family residential and opportunity to address community housing needs is encouraged. Good pedestrian links to commercial uses could discourage additional vehicular activity.

Uses should generally include low traffic generation relative to existing zoning in the area to reduce highway traffic congestion. There is no signalized access to the highway from this area.

Through coordinated site-planning, future development in the area should provide substantial buffers to adjacent residential areas and Wilderness. Good pedestrian linkages to the commercial areas and trailhead is encouraged. Uses should be single-family residential in scale and enhance pedestrian mobility throughout the area. These uses should be consistent with community needs, benefits and neighborhood compatibility. Land uses and pedestrian circulation improvements in this area may also reduce need for highway trips.

Summary of Community/Area Needs:

- Provide uses that generate minimal traffic relative to the existing zoning in the area.
- Provide pedestrian improvements that will enhance overall pedestrian mobility and potential reduction of highway trips for the area.
- Provide land uses on a similar scale as single-family residential uses in the immediate area.
- Provide substantial buffering to existing residences.
- Provide appropriate buffering to the adjacent wilderness area.

Summary of Community/Area Benefits:

- Opportunity to address the National Forest/wilderness/trail head urban interface with retention of open space and control and design of access as part of coordinated site planning.
- Opportunities to address housing needs described in the Housing Element.
- Opportunity to consolidate properties under unified planning.

Schnebly Hill Road

Area Description: General area between Schnebly Hill Road and Oak Creek, adjacent to existing commercial area and SR 179 to the south. Also includes a smaller area south and east of Schnebly Hill Road. Uses in the general area north of Schnebly Hill Road include existing mobile home/RV park and religious institution and existing and undeveloped single-

family residential properties. The existing mobile home/RV park includes 56 spaces to be used for residential occupancy and 28 spaces to be used for RV's. Uses in the general area south of Schnebly Hill Road include historic landmarks. Existing zoning north of Schnebly Hill Road is Single-Family Medium and Low Density Residential. Zoning south of Schnebly Hill Road is Transitional (previously rezoned to retain historic landmarks within this Special Planning Area).

Community Needs and Benefits: Since existing mobile home parks generally provide some of the most affordable housing options for low and moderate income households, retention of this housing is important.

Existing single-family units should be retained and/or re-developed on a single-family residential scale. No housing units should remain in floodway areas if this mobile home /RV park is re-developed. Preservation of large parcels and lower densities to retain the distinctive historic ranch-style character of the area is important as well as enhanced buffering to existing, adjacent single-family residential uses. Opportunities to minimize traffic impacts to Schnebly Hill Road and to address substandard access issues should also be considered in conjunction with the evaluation of uses in this area. Potential pedestrian links to nearby commercial areas should also be provided.

Land uses in this area should be consistent with community needs, benefits and neighborhood compatibility.

Summary of Community/Area Needs:

Preserve/create large parcels and lower densities relative to existing zoning to retain the distinctive historic ranch-style character of the area and to reduce traffic impacts to Schnebly Hill Road.

- Provide pedestrian improvements that can provide access to the nearby commercial area.
- Provide uses that generate minimal traffic relative to the residential character of the area.
- Provide land uses on a similar scale as single-family residential uses in the immediate area.
- Retain housing currently provided in the existing mobile home park. If re-developed, a plan should be included to construct a similar number of housing units on a single-family residential scale that are affordable to low and moderate income households.

Summary of Community/Area Benefits:

- Opportunity to locate housing units out of floodway areas if the mobile home /RV park is re-developed.
- Opportunity to retain existing single-family structures.
- Opportunity to preserve natural open space and vegetation.
- Opportunities to preserve potential historic resources.
- Opportunity to consolidate properties under unified planning.

SR 89A

Area Description: This includes areas adjacent to SR 89A. Of particular importance is the area north and south of and along the highway east of Airport Road and a small area near Juniper Drive. This area currently consists of undeveloped land between existing churches and the highway, a previously-approved office project and “Real Estate Central”, an established use. This area is considered as a high visual impact area, as described in the West Sedona Commercial Corridor Study. Existing zoning includes Office Professional, Open Space and Single-family Medium Density Residential.

Community Needs and Benefits: The visual integrity of the highway corridor is the most important consideration. The area east of Airport Road is particularly visually sensitive. The focus should be to provide a foreground fitting the open space character of the forest and the views beyond. Significant retention of open space is therefore essential.

All uses should be low traffic generators relative to current zoning, single-family residential in scale and enhance overall pedestrian mobility. Significant on-site retention of natural vegetation/open space, view preservation and minimal building and pavement coverage is essential. Land uses should be consistent with community needs, benefits and be compatible with surrounding uses. Direct access to the highway is discouraged where alternative access is available or can be provided.

Summary of Community/Area Needs:

- Maintain the visual integrity of the highway corridor.
- East of Airport Road, provide a foreground fitting the open space character of the forest and the views beyond.
- Provide significant on-site retention of natural vegetation and open space.
- Provide uses that generate minimal traffic relative to the existing zoning in the area.
- Provide significant buffering from the highway right-of-way, utilizing open space, vegetation and/or topography.
- Provide land uses on a single-family residential scale.

Summary of Community/Area Benefits:

- Opportunity to create pedestrian-oriented projects that can help reduce pavement coverage
- Opportunity to consolidate properties under unified planning
- Opportunity to address National Forest urban interface issues with retention of open space and control and design of access.

Uptown

Area Description: The area between Van Deren and Smith Roads from Forest Road north to Mesquite Avenue and the area between Price and Wilson Roads from Mesquite Avenue to Schnebly Road. Existing uses include, single-family, multi-family, offices, publishing, and parking. Existing zoning includes Office Professional, Transitional, Multi-family High Density Residential and Single-family High Density Residential.

Community Needs and Benefits: The primary focus of this area is to retain the existing area's small-town historic character and small-scale buildings. Retention of mixed housing types and densities and other opportunities to address community housing needs is an added benefit. Uses should be single-family residential in scale and enhance overall pedestrian mobility wherever possible. Land uses should also generate minimal traffic relative to existing zoning in the area, be consistent with community needs and benefits and be compatible with the neighborhood. The ability to apply Main Street building design goals in this area could be an added benefit.

Summary of Community/Area Needs:

- Retain the area's small-town historic character and small-scale buildings.
- Retain a mix of housing types and densities in the area.
- Provide land uses on a single-family residential scale.
- Provide land uses that generate minimal traffic relative to existing zoning.

Summary of Community/Area Benefits:

- Opportunities to implement Main Street building design goals.
- Opportunities to enhance pedestrian mobility.
- Opportunities to retain existing residential structures for residential and non-residential uses.

G. Figure 4 - Future Land Use Map – Planned Area

This category is intended to guide future development in accordance with specific community needs and benefits identified for that area.

1. Navoti Planned Area

Area Description: Includes most of the undeveloped portion of Navoti Planned Development (currently zoned "Planned Development") north and south of Navoti Drive (both existing and proposed).

Community Needs and Benefits: As discussed in the "Focus Future Report" and Economic Development Element (Chapter 14) of the **Sedona Community Plan**, there is a need to

“strengthen/expand the local health care industry and recruit supportive health and biomedical businesses and appropriate research and development facilities”. Additional needs and benefits:

- Provide for retirement housing and assisted living opportunities
- Provide for a mix of housing sizes and types.
- Provide an extension of Navoti Drive to provide alternative signalized access points to and from the general area, reducing the need for highway trips.
- Provide opportunities for pedestrian/bicycle pathway linkages
- Limiting access directly to Navoti Drive and/or a signalized intersection rather than SR 89A to reduce highway congestion, retain open space and to maintain an attractive highway corridor.

Potential Uses:

Land use alternatives for the areas South and East of Navoti Drive could include medical offices and related health services; convalescent homes and retirement care facilities, multi-family medium and high density housing including assisted living. The area between the highway and Navoti Drive may also include limited neighborhood support commercial uses with no direct highway access, to support nearby residential areas, medical center and office uses, nearby lodging and the Cultural Park to reduce the need for highway trips to and from this area.

Land use alternatives for areas North and West of Navoti Drive include single-family detached and clustered medium density multi-family housing, including assisted living and educational institutions, including opportunities for higher education.

General Development Criteria:

- Special consideration should be given to areas within 200 feet of established low density single-family residential neighborhoods. Alternatives within this area include:

Maintaining an average 200-foot natural open space buffer in exchange for higher density elsewhere on the development site and/or limited placement of higher densities within this area with an overall average 200 foot buffer of natural open space.

Placement of low density single-family uses

A combination of low density single-family and open space.

- Housing structures closest to single-family low density residential areas (one unit per acre) should be consistent in size and scale with lower density development and maintain sensitivity to existing topography. Single-family residential uses are one way to implement this requirement.

- Higher density uses should be buffered from lower density areas through the integration of open space and the use of significant areas of existing vegetation and/or topographic features to mitigate noise and visual impacts.
- Development plans should include the extension of Navoti Drive.
- Access to SR 89A should be limited to Navoti Drive and/or a signalized intersection, providing signalized access to the highway.

H. Figure 4 - Future Land Use Map - Parks

Parks includes the existing Jordan Historical Park, as well as an expanded community park at the Posse Grounds, the Sunset Park and a planned park location in Uptown.

Pocket park sites are discussed in *Open Space Element*.

I. Figure 4 - Future Land Use Map - National Forest and Other Natural Open Space

Includes all National Forest lands within the City, with the exception of the existing US Forest Service headquarters and adjacent National Forest lands and the Chapel of the Holy Cross, both of which are identified in Amendment 12 to the Forest Service Plan (see *Open Space Element*). It is the intent of the **Sedona Community Plan** that the remaining National Forest lands, comprising 5,759 acres within the City, remain as permanent open space through joint cooperation and coordination between the City, the U S Forest Service and citizen volunteers to ensure the preservation of the wildland character of these areas and to provide public education regarding the sensitivity of these lands. This designation should not preclude necessary public/semi-public uses or related infrastructure (see *Open Space Element*). All National Forest lands and the use of National Forest lands are under the jurisdiction of the US Forest Service.

Other Natural Open Space depicted on the Future Land Use Map includes the City-owned Sugar Loaf and Jordan Park open space, an area of highway frontage on SR 89A, an area of undeveloped Oak Creek floodplain in the Uptown/Creek area, and an area adjacent to the Munds Mountain Wilderness.

J. Development Review Guidelines

The following policies/guidelines should be used in the evaluation of future plans, review of development proposals:

Architectural and site design standards may vary for different areas of the City but should be related by common public right-of-way landscaping, streetscape design, (e.g. signs, light standards, bus shelters, trash receptacles, benches, etc.) and open space trail system coordination.

Buffering

When any two different land use types are shown on the Future Land Use Map, or are proposed as part of a development master plan, buffering between the two land uses may be required, particularly if there is substantial reason to believe that the two land uses will be incompatible. Buffering consists of the placement of neutral space between two incompatible uses and will be required for the future more intensive use where a less intensive use already exists or where the Land Use Plan shows that a less intensive use is intended to be located adjacent to the more intensive use.

In cases where less than desirable compatibility situations exist, the following buffering techniques may be required:

- Areas consisting of extensive landscaped open space;
- Arterial and collector streets with extensive landscaping;
- Heavily landscaped underground utility corridor easements;
- Screen walls, landscaping, earthen berms;
- Preservation of natural topographic features; or
- Combinations of the above.

Sites for the development of necessary water storage facilities and well sites should be located with consideration for geological hazards and sensitivity to views from existing lots or roadways.

5.3 ACTION PROGRAM

The Action Program for the *Land Use Element* of the **Sedona Community Plan** lists the specific action necessary to implement the Community Plan.

The Planning and Zoning Commission should review and provide recommendations to the City Council for revising the following Action Program on an annual basis in order to continue to pursue implementation of the **Sedona Community Plan** in an expeditious manner and to coincide with the annual strategic planning and Flexible Capital Budget process.

Future Actions

1. Prepare a specific area plan for the SR 179 corridor through dialogue with Arizona Department of Transportation to pursue SR 179 improvements that result in maximum preservation of natural vegetation and open space, guide future development, guide re-development options in the commercial area, provide for community needs, control access, locate potential shuttle transit stops, accommodate pedestrians and bicycles and minimize impacts on adjacent property owners. Evaluate potential creek area park sites, including the Tlaquepaque area, and acquisition opportunities (See also *Circulation and Open Space Elements*). (2002-03 Work Program).
2. Prepare a comprehensive evaluation of commercial land use needs at buildout. Identify land uses that should be retained and/or promoted. Create a comprehensive inventory of commercial businesses throughout Sedona. Survey and interview residents and businesses regarding commercial/community needs in the community.
3. Re-evaluate the Phase One West Sedona Commercial Corridor Study relative to the goals, objectives and recommendations of the Sedona Community Plan and adopt as a Specific Area Plan. Specific Area Planning is needed to better understand the appropriate balance of commercial retail and services and visitor-based uses. Specific Area planning can also guide future Plan amendments and zoning actions that may be necessary to implement the recommendations.
 - Re-evaluate permitted uses and identify uses that are both compatible and incompatible with community needs and objectives for the highway corridor
 - Evaluate locally-oriented uses appropriate for locations between Focused Activity Centers
 - Select signature parcels along the highway that should be developed with community/locally-oriented uses and/or preserved as open space.
 - Create clear incentives for development/re-development, including mixed commercial/residential uses and prioritize areas for re-development.
 - Clarify desired land uses within Focused Activity Centers and between these centers. Identify locations for these uses.

- Conduct a detailed evaluation of median placement on SR 89A through participation of commercial property owners (see also *Circulation Element*)
 - Provide more uses that meet the needs of the residents.
 - Establish consistent urban design themes and identify other improvements that will support identification as specific character districts.
4. Amend commercial zoning district provisions to allow housing in commercial zones
 5. Re-evaluate standards for height and building sizes. Adopt new standards as appropriate (2002-03 Work Program).
 6. Adopt an Uptown Overlay Zoning District to address design and development standards including lot coverage, parking, setbacks, and other standards and recommended improvements to enhance as a character district.
 7. Create a native plants ordinance to preserve more existing native vegetation and trees within new development projects where possible and coordinate with the USFS in the evaluation of a potential program/policies regarding invasive weeds. (see *Environmental and Water Resources Elements*) (2002-03 Work Program).
 8. Re-evaluate Sign Regulations specific to number of signs per property/business, vending machines and neon signs. Adopt new regulations as appropriate.
 9. Include the Oak Creek Creekwalk in the adopted Trails and Urban Pathways Plan.
 10. In order to provide alternatives to air tours as a source of revenue for the airport, the City should work with the Airport Administration in identifying, evaluating and determining under what conditions non-aeronautical uses at the airport can be supported, including compatibility with the existing and future traffic circulation system. Future Community Plan amendment considerations may include examples of compatible uses at the Airport that could guide the creation of an “airport zone” that addresses specific uses and development standards for non-aeronautical uses at the airport.
 11. Refine Uptown/Creek area planning to address incentives that can provide more locally-oriented uses in Uptown.
 12. Acquire land along the highway corridors for parks and open space to break up the commercial strip (see also *Open Space Element*).
 13. Amend existing zoning districts to be consistent with specific area plans.
 - Evaluate and possibly amend zoning districts to provide specific, needed uses.
 - Remove undesirable and unsupported uses from commercial zones.
 - Evaluate and possibly amend commercial zones to allow locally-supported commercial uses that are incompatible with the highway corridor to be located in commercial zones off the highway.
 14. Develop locational criteria and development guidelines for water storage tanks.
 15. Adopt overlay districts for Focused Activity Centers and standards for areas between FACs. Evaluate and possibly adopt specific standards for smaller width public vehicular access (alleyways) behind commercial areas. In conjunction with specific area planning.

16. Create and implement a comprehensive streetscape program to reduce visual impacts and encourage unified landscaping themes along the highway corridors. Prepare design guidelines for public right-of-way to establish urban design standards (e.g. landscaping, street amenities, underground utility placement), to be utilized in planning for upgrading or constructing public areas and right-of-way.
17. Prepare a specific plan for the Grasshopper Flats area (Oak Creek Blvd/Inspirational View area) to address land use options and evaluation of “second housing unit” opportunities on owner-occupied lots.
18. Revise subdivision regulations to prohibit private streets within new subdivisions. Discourage abandonment of public rights-of-way.
19. Formulate, adopt and implement a policy on granting residential and commercial density credits for public area improvements to encourage dedication of land for public roadway/trail right-of-way, park sites and open space, as well as contributions for recreational amenities, urban design improvements and public art.
20. Amend parking standards to include provisions in commercial development to reserve landscaped areas for future parking only if needed and to reduce pavement.

On-going/In Process or changes to Land Development Code necessary to provide consistency with the Community Plan

- Delete the Transitional zoning districts in the Land Development Code to be consistent with Community Plan recommendations. Evaluate zoning districts for possible revisions to apply to Special Planning Areas to address specific community needs.
- Work with the community to plan and create an Oak Creek Creekwalk for the benefit and enjoyment of the visitors and citizens of Sedona. (see also *Open Space Element*) (2002-03 Work Program)
- Work with ADOT to establish highway standards appropriate for a small community rather than a traditional highway. The City should strive to gain greater influence on highway improvements that support the concept of “Main Street” or “Urban Boulevard” on SR 89A (See also *Circulation Element*).
- Foster social and interest events, other than official meetings to bring people together and enhance community character and sense of place.
 - Sponsor residents Uptown Day
 - Sponsor a “Community Day”
 - Publicly recognize people for good deeds through awards
 - Encourage neighborhood block parties
 - Foster civic pride groups